

**City of Greensboro Planning Department  
Zoning Staff Report and  
Plan Amendment Evaluation  
July 10, 2006 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** E  
**Location:** Southeast quadrant of Pleasant Garden Road and Interstate 85 (Greensboro Urban Loop)

**Applicant:** Carrolland Corporation  
**Owner:** Marvin E. Baugh, Jerry W. Davis and Park R. Davidson

**GFLUM**

**From:** Industrial/Corporate Park  
**To:** Mixed Use Residential

**Zoning**

**From:** County RS-40  
**To:** City CD-RS-12

**Conditions:** 1) Uses limited to single family homes in the RS-12 zoning district.

SITE INFORMATION	
Maximum Developable Units	146 dwelling units
Net Density	3.0 dwelling units per acre
Existing Land Use	Undeveloped
Acreage	48.913
Physical Characteristics	<i>Topography:</i> Generally flat <i>Vegetation:</i> Open field / wooded <i>Other:</i> N/A
Overlay Districts	SCOD-1
Historic District/Resources	N/A
Generalized Future Land Use	Industrial Corporate Park
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	I-85	RS-12
<i>South</i>	Rural Residential	Co. RS-40
<i>East</i>	Rural Residential	Co. RS-40
<i>West</i>	Rural Residential (Item F)	Co. RS-30/ Co. GO-M

ZONING HISTORY		
Case #	Year	Request Summary
N/A		

DIFFERENCES BETWEEN RS-40 (EXISTING) AND CD-RS-12 (PROPOSED) ZONING DISTRICTS
<p><b>RS-40:</b> Primarily intended to accommodate single family detached dwellings on large lots and is intended solely for properties having one or more of the following characteristics: (a) Lies within the 60 DNL noise contour; (b) Lies in a public water supply watershed and where an outfall to provide public sewer service is not available; or (c) Lies in a portion of a watershed critical area to which an outfall to provide sewer service has been made available pursuant to an agreement, approved by the City and by another governmental jurisdiction, designed to limit development density to approximately that obtainable prior to sewer service.</p>
<p><b>CD-RS-12:</b> Primarily intended to accommodate moderate density single family detached dwellings in developments where public water and sewer service is required. The overall gross density will typically be 3.0 units per acre or less. See Conditions for use limitation.</p>

<b>TRANSPORTATION</b>	
<b>Street Classification</b>	Pleasant Garden Road – Major Thoroughfare.
<b>Site Access</b>	Two proposed access points to Pleasant Garden Road. All access points must meet City of Greensboro and NCDOT standards. Public street stub(s) may be required of this development. The TIS recommended left and right turn lanes for the access to the proposed apartment development. The TIS also recommended a left turn lane for the access point to the proposed single family development.
<b>Traffic Counts</b>	Pleasant Garden Road ADT = 8,536, north of Vandalia Road.
<b>Trip Generation</b>	24 Hour = 3,367, AM Peak Hour = 260, PM Peak Hour = 330.
<b>Sidewalks</b>	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
<b>Transit</b>	No.
<b>Traffic Impact Study</b>	Yes required per TIS Ordinance. Please see the Additional Information section of this staff report for the Executive Summary of the TIS.
<b>Street Connectivity</b>	N/A at this time. However, public street stub(s) may be required of the development.
<b>Other</b>	N/A.

<b>ENVIRONMENTAL REVIEW</b>	
<b>Water Supply Watershed</b>	Site drains to two watersheds; South Buffalo (non watersupply watershed) and Lake Mackintosh (water supply watershed).
<b>Floodplains</b>	N/A
<b>Streams</b>	There is a USGS Blue line stream on site. Other streams have not been identified at this time. For high density development 100' stream buffer (on each side of the stream) is required. For low density development a 30' buffer (on each side of the stream) will be required. No built upon area is allowed in the entire stream buffer.
<b>Other</b>	If site will drain to water supply watershed then all existing and proposed BUA must be treated by State approved device. Low density development is from 0-24% of built upon area. High density development is from 24-70% of built upon area. Maximum BUA allowed is 70% of site acreage (High Density option). If site will not drain to water supply watershed then no water quality device is required.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
North	SCOD-1: 50 foot undisturbed buffer
South	N/A
East	N/A
West	N/A

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

*Housing and Neighborhoods Goal:* Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

*POLICY 6A.2:* Promote mixed-income neighborhoods.

*POLICY 6C:* Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

*Economic Development Goal:* Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

*POLICY 7C.1:* Ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

*POLICY 9A.5:* Continue to link City-initiated annexations and approvals of annexation petitions for water/sewer extension policies regarding designated growth areas.

### Connections 2025 Map Policies:

*The area requested for rezoning lies within the following map classifications:*

#### Existing:

*Industrial/Corporate Park:* This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

#### Proposed:

*Mixed Use Residential:* This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods

that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

<b>COMPREHENSIVE PLAN AMENDMENT HISTORY</b>		
<b>Case #</b>	<b>Date</b>	<b>Request Summary</b>
CP-06-10	5-02-06	A request to amend the Generalized Future Land Use Map from Industrial/Corporate Park and Mixed use Commercial to Commercial was approved by Council on May 2, 2006.

### **APPLICANT STATED REASONS FOR REQUEST**

**Explain in detail why the change is needed and a justification for such a change:**

The new I-85 has been completed and will soon carry I-40 traffic around Greensboro as well. This property lies in the shadow of that new highway and access to the new highway will be difficult for trucks and other vehicles servicing Industrial or Corporate Park property.

**Explain in detail the conditions that you think may warrant a Plan Amendment** (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):

The new I-85 has dramatically changed this area, especially at its interchange of S. Elm-Eugene Street, which is near the subject property. There is Mixed Use Residential nearby; there is a potential Activity Center close to this property as well. The new road has resulted in development patterns in the area. The topography of the subject property in relation to the new road also argues in favor of a different land use category other than Industrial/Corporate Park.

### **COMPREHENSIVE PLAN ANALYSIS**

**Need for the Proposed Change:**

This property is within the Tier One Growth Area on the Growth Strategy Map in the Comprehensive Plan. Due to recent changes in the land use on the north side of the loop to the Commercial land use classification and the inability to access the Loop from Pleasant Garden Road the Mixed use Residential Land Use classification may be a good supportive use to the nearby commercial development.

Staff is still concerned about the overall loss of industrial land use classifications. There appears to be quite a significant trend away from the Industrial/Corporate Park and Mixed Use Corporate Park land use classifications to other classifications. Policy 7C.1, calls for the City to, "Ensure that adequate land is zoned and has infrastructure available for the various stages of business development." While some of this transition was into nonresidential classifications that do support commercial business development staff is still concerned about the loss of locations for future industrial/warehouse businesses. If this area which consists of approximately 65 acres is changed from an industrial classification there will have been a total loss of approximately 230 acres of the industrial land use classifications since the adoption of the Plan in May 2003.

**Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):**

The nearest accessible water and sewer lines are quite a distance away. Development of a large property near the northwest corner of Pleasant Garden Road and the Urban Loop will bring lines much closer. Extension of water and sewer to the property, and gaining design approval from the Water Resources Department, is the developer's responsibility.

Fire service can be provided to this property with moderate difficulty.

The Police Department estimates modest impact on its service provision, with a need for 0.23 additional officer at full buildout.

Provision of other City services will involve a little bit of additional travel distance as compared to their provision to the previously-annexed property on the north side of the Urban Loop.

**Implications, if any, the Amendment may have for Other Parts of the Plan:**

This may encourage other similar amendments to occur in this area.

**Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):**

An unforeseen circumstance is the recently approved plan amendment on the north side of the loop and west of Pleasant Garden for commercial development.

## **COMPREHENSIVE PLAN MONITORING COMMENTS**

The Monitoring Committee met on June 26, 2006, and made the following comments concerning this request:

- Without the interchange they don't feel that this is a bad request;
- the desire to hold this area for industrial doesn't have the pull that it would have if it had access to the loop; and
- they are concerned about how these residential developments are going to access Pleasant Garden and the impact that they will have on traffic in this area.

## **CONFORMITY WITH OTHER PLANS**

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** This property is located in a Scenic Corridor Overlay District (SCOD-1), which requires a 50 average undisturbed buffer for the portion of the property adjacent to the Greensboro Urban Loop.

**Other Plans:** N/A

## STAFF COMMENTS

**Planning:** This property abuts a previous satellite annexation (the southeastern part of the Urban Loop) along its north side. Because City Council has approved annexation of an intervening property between the present primary city limits and the Urban Loop, the Urban Loop will become part of the primary city limits as of July 31<sup>st</sup>.

This property is within the Tier One Growth Area on the Growth Strategy Map in the Comprehensive Plan.

The nearest accessible water and sewer lines are quite a distance away. Development of a large property near the northwest corner of Pleasant Garden Road and the Urban Loop will bring lines much closer. Extension of water and sewer to the property, and gaining design approval from the Water Resources Department, is the developer's responsibility.

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Provision of other City services will involve a little bit of additional travel distance as compared to their provision to the previously-annexed property on the north side of the Urban Loop.

This original zoning proposal is consistent with a number of Connections 2025 goals and policies. It promotes compact development, mixed-income neighborhoods, and the diversification of new housing stock to meet the needs for suitable, affordable housing.

**GDOT:** No additional comments.

**Water Resources:** Possibility of Wetlands on site. If any wetland disturbance and or stream crossing/disturbance is proposed all the required approvals must be obtained from State and Army Corps of Engineers.

Appropriately sized DMUE will be required on channels that carry public water.

## STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan amendment to the Mixed Use Residential land use classification and approval of the original zoning to Conditional District – RS-12 primarily due to:

- recent changes in the land use on the north side of the loop to the Commercial land use classification;
- the Mixed use Residential Land Use classification may be a good supportive use to the nearby commercial development; and
- due to the inability to access the Loop from Pleasant Garden Road.

## ADDITIONAL INFORMATION

### I. Executive Summary

The proposed Pleasant Garden Road development is located on both east and west sides of Pleasant Garden Road south of the I-85 By-Pass in Greensboro, North Carolina. This proposed development is planned to consist of 286 apartment units on the west side of Pleasant Garden Road and 151 single family units on the east side of Pleasant Garden Road.

The purpose of this report is to evaluate the proposed development in terms of projected traffic conditions, evaluate the ability of the adjacent roadways to accommodate the additional traffic volumes, and to recommend transportation improvements needed to mitigate congestion that may result from the additional site traffic. This report presents trip generation, trip distribution, traffic analyses, and recommendations for transportation improvements needed to meet anticipated traffic demands. This report examines existing conditions, 2011 No-Build conditions, and 2011 Build Out conditions.

According to the Preliminary Conceptual Sketch Plans, the development is proposed to have two (2) full movement access points on Pleasant Garden Road. Access #1 is proposed to serve the apartment units to the west side of Pleasant Garden Road and Access #2 is proposed to serve the single family units to the east side of Pleasant Garden Road. The access points are proposed to be 500 feet apart.

The proposed development is projected to generate approximately 3,367 trips per average weekday with 260 trips predicted to occur during the morning peak hour and 330 trips predicted to occur during the afternoon peak hour.

A summary of the Highway Capacity Software Analysis analyzed using Synchro version 6.0 is shown in the following table:

Pleasant Garden Road Development Level-of-Service Summary						
	2006 Existing		2011 No-Build		2011 Build Out	
Intersection	AM	PM	AM	PM	AM	PM
Pleasant Garden Rd/Ritters Lake Rd.	B (10.4)	A (9.5)	B (19.1)	B (12.4)	C (34.6)	B (18.1)
Pleasant Garden Rd/Blumenthal Road	# (0.8) B (11.5) WB	# (0.7) B (10.0) WB	B (11.0)	B (11.2)	B (11.5)	B (11.9)
Pleasant Garden Rd/Site Access #1	N/A	N/A	N/A	N/A	# (2.4) C(22.3)EBL	# (2.3) D(28.3)EBL
Pleasant Garden Rd/Site Access#2	N/A	N/A	N/A	N/A	# (2.1) D(27.5)WBL	# (1.8) D(25.5)WBL

# - No letter value assigned by Synchro, only overall intersection delay

\* - Intersection Splits / Cycle Lengths Optimized



## **Recommended Improvements**

This study shows that the proposed development will have minor effects on traffic operations in the vicinity of the development. Based on the analysis performed, on-site observations of existing traffic conditions, and Greensboro Department of Transportation (GDOT) and North Carolina Department of Transportation (NCDOT) turn lane warrants, the following improvements are recommended to be evaluated with the development of the site plan:

### Site Access #1

- Construct a left turn lane on Pleasant Garden Road with a minimum of 75 feet of storage. Construct a right turn lane on Pleasant Garden Road with a minimum of 75 feet of storage.
- During the site plan development process, it is recommended that the Designer locate the subject driveway so that adequate sight distance is provided and driver sight distance triangles are not obstructed by the I-85 Bypass bridge supports.
- Construct Site Access #1 to meet or exceed Greensboro and/or NCDOT driveway standards.

### Site Access #2

- Construct a left turn lane on Pleasant Garden Road with a minimum of 75 feet of storage.
- Construct Site Access #2 to meet or exceed Greensboro and/or NCDOT driveway standards.

In addition to the geometric improvements proposed above, the developer should have close coordination with the Southern Railroad to ensure that a safe railroad crossing is provided. According to Jason Orthner of the NCDOT Rail Division, there are currently 6 trains per day traversing this area. The 95<sup>th</sup> percentile queue for the eastbound movement is not expected to exceed 40 feet in the PM peak hour. Care should be taken via implementation of appropriate signage, signal design, and railroad crossing construction (four-quadrant gates, warning gates, and preemption) to ensure that vehicles do not queue over the proposed at-grade railroad crossing. The developer shall coordinate with NCDOT Rail Division and Norfolk Southern Railway in order to gain approval to cross the existing rail line.

## **Conclusions**

This study shows that the proposed development will have minor impact on traffic operations along Pleasant Garden Road and Ritters Lake Road. The results of the analyses indicate that all of the site access intersections will operate at acceptable levels of service.

The traffic projected to be generated by the proposed development should not materially endanger public health, safety, or welfare.